COMMONWEALTH OF MASSACHUSETTS

Executive Office for Administration and Finance



STRATEGIC PLAN 2013-2015

Jay Gonzalez Secretary

A MESSAGE FROM THE SECRETARY

The unprecedented fiscal challenges we have faced over the last few years serve as constant reminder that state government can no longer function as it has in the past. We have to be smarter, more innovative, more efficient and more transparent. Governor Patrick understands this. His record of reform, including support for embedding performance management across state government, demonstrates his commitment to fundamentally changing the way government does business.

Pursuant to the Governor's Executive Order on performance management (EO 540), the Executive Office for Administration and Finance (A&F) has developed a two-year strategic plan. This plan represents a critical first step in implementing performance management. It will help us to manage resources more effectively and achieve better outcomes. Our plan sets out four overarching goals:

- Better Finance;
- Better Health Care;
- Better Performance; and
- Better Government.

Together, these goals form our vision for the future. Through the execution of our strategic plan, we will continue to ensure the long-term financial health of the Commonwealth. Additionally, we will work to reduce health care costs while maintaining access and improving quality. Our plan will help us to achieve greater efficiencies across state government through technology, innovation and reform. We will use data and evidence to deliver better results, enhance customer service delivery, and work to build public trust in government.

The A&F Strategic Plan establishes a clear road map for the future. While we will inevitably face challenges and distractions along the way, this plan will ensure we stay focused on achieving our vision for an even better Commonwealth.

Jay Gonzalez

Secretary for Administration and Finance
Commonwealth of Massachusetts

Changing the way we do business

Never before has Massachusetts been under greater pressure to make government more effective. We must make even more informed decisions and respond to a public that is demanding greater accountability and transparency. The Governor is leading the way in building a state government that thinks and acts more strategically. Through the Office of Commonwealth Performance, Accountability Transparency and (CPAT), A&F is helping to drive strategic planning and performance management across state government to produce better results for the people of the Commonwealth.

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This document was prepared pursuant to Executive Order 540. It is subject to revisions and modifications before being published in final form alongside the Governor's Fiscal Year 2014 Budget Recommendation in January 2013.

Please send feedback regarding this plan to anfstratplan@state.ma.us

MISSION, VISION AND POLICY CONTEXT

OVERVIEW

The Executive Office for Administration and Finance (A&F) plays a vital role in state government. As the Commonwealth's fiscal watchdog, we are responsible for ensuring that every taxpayer dollar is spent wisely and is stretched as far as possible. In this role, one of A&F's primary functions is to assist the Governor in developing his annual budget recommendation for the Legislature, an endeavor that involves months of hard work and hundreds of people across state government. We are also responsible for developing and executing prudent fiscal and administrative policies that advance the Governor's priorities and foster financial stability, efficiency, effectiveness and equity. At the local level, A&F works closely with cities and towns to ensure they have the resources and tools they need to deliver core services and programs.

A&F is comprised of 17 diverse agencies and affiliated organizations, each of which has a unique and critical mission. Collectively, these agencies deliver a broad range of services including health insurance, human resources, tax collection, information technology, real estate management, library services, advocacy for vulnerable populations, and fair and impartial judicial processes. While the work of these agencies varies in nature, they are bound together by their commitment to excellence in service delivery. A&F agencies operate at the heart of state government and play an important part in serving the people of the Commonwealth.

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MISSION

The Executive Office for Administration and Finance develops and executes fiscal and administrative policies that ensure the financial stability, efficiency, effectiveness and equity of state government programs in support of the Governor's agenda for the benefit of all residents of the Commonwealth.

VISION

A Commonwealth where **every tax dollar** is spent **wisely** and **effectively**; every state program is managed in a **fair**, **just** and **equitable** manner; every state and local government entity strives for **continuous improvement** every day; and every public official is **dissatisfied with the status quo** when it comes to improving **government**.

¹ See Appendix A for a complete listing of all A&F agencies and affiliated organizations

The Commonwealth's credit ratings

The Patrick-Murray Administration has a proven track record of fiscal responsibility. In September 2011, Standard and Poor's upgraded the Commonwealth's credit rating to AA+, resulting in all three of the state's credit ratings being just one notch below the highest possible rating. The Commonwealth currently has the highest credit ratings in its history.

ACHIEVEMENTS

Through the recession and economic recovery, A&F has continued to deliver positive results. The policies and practices instituted to address these unprecedented fiscal conditions have set the Commonwealth apart from many other states. Governor Patrick has issued structurally balanced and responsible budgets year after year, earning the Commonwealth recognition as being among the top states for fiscal management. A&F is proud of the role we have played in the Patrick-Murray Administration's many achievements, several of which are highlighted below:

- The Commonwealth has been recognized by all three credit agencies for its prudent fiscal management and currently has the highest credit ratings in its history.
- The Commonwealth currently has the third largest rainy day fund balance in the country.
- Through the Commonwealth Health Insurance Connector Authority, the

nation's largest health exchange, A&F has helped implement Massachusetts' sweeping health care reform law which ensures near-universal health insurance coverage for all residents.

- A&F has helped to institute significant reforms to the pension system that close loopholes and modernize the benefit structure, which will save tax payers more than \$5 billion over the next 30 years.
- Administration's inaugural year, A&F's capital team developed the first-ever, five-year Capital Investment Plan based on a debt affordability analysis to help reverse decades of neglect to the public infrastructure in a fiscally responsible manner. This plan is now updated and published annually.
- In July 2011, Governor Patrick signed into law municipal health care reform giving cities and towns new tools to help bring down health care costs. A&F plays a significant role in overseeing this reform which has already achieved over \$100 million in

savings for local governments statewide.

- In January 2012, the Patrick-Murray Administration announced an A&F led first-in-the-nation initiative to allow Massachusetts to enter into "pay for success" contracts for innovative social service delivery. Under these contracts, government will only pay if successful results are demonstrated.
- In February 2012, Governor Patrick signed Executive Order 540 requiring strategic planning and performance management across Secretariats, an effort led by A&F's Office of Commonwealth Performance, Accountability and Transparency.
- Massachusetts received an "A-" in government spending transparency in March 2012 according to the Massachusetts Public Interest Group's report <u>Following the Money 2012:</u> <u>How the 50 States Rate in Providing</u> <u>Online Access to Government Spending</u> <u>Data.</u>

 A&F released the state's first formal policy to ensure long-term fiscal sustainability in May 2012. The <u>Long</u> <u>Term Fiscal Policy Framework</u> will help the Commonwealth achieve a more secure financial future for the next generation.

CHALLENGES

While A&F has celebrated many successes in recent years, the current fiscal situation continues to present challenges. Although the economy has recently improved and Massachusetts is recovering faster and stronger than most states, the demand for health care and other safety net services remains high and adds pressure on the state's resources. Additionally, growth in health care costs and unfunded employee benefit liabilities present real challenges if not managed effectively over the long-term. Furthermore, uncertain funding policies at the federal level make financial planning difficult.

Like all areas of state government, A&F has been forced to do more with less – but with challenge comes opportunity. We are viewing this new fiscal reality as a unique opportunity to pursue innovation and

Working with cities & towns

Cities and towns play an integral part in delivering essential government services and programs. The Patrick-Murray Administration has demonstrated unprecedented commitment to building strong partnerships with municipalities. A&F helps to manage these relationships and supports cities and towns in their efforts to operate more effectively and efficiently. In March 2012, A&F awarded \$4 million in Community Innovation Challenge (CIC) communities across grants to 137 Massachusetts to support innovative regionalization and other cost saving proposals. This grant program is just one of the many ways A&F is working with cities and towns to drive innovation and change at the local level.

change the way we do business. We are rethinking the way we manage and allocate resources, shifting our focus to outcomes and results. Through the execution of our strategic plan and the implementation of performance management, A&F will be able to stretch every taxpayer dollar even farther and support a strong economic recovery.

SUPPORTING THE GOVERNOR'S PRIORITIES

A&F primarily advances Governor Patrick's top four priorities (closing achievement gap, eliminating youth violence, creating jobs and containing health care costs) through investment and reform efforts. A&F ensures there is adequate funding available to support each of the priorities. For example, funding for K-12 education is currently at its highest level in history and proposed FY13 funding for youth development and youth violence prevention programs totals over \$35 million. Additionally, investment in key areas like the innovation industry as well as historic levels of investment in infrastructure, have helped to create

thousands of jobs across the Commonwealth. With regard to health care cost containment, A&F plays a more in-depth role.

Health care spending is consuming an increasing share of the Commonwealth's budget. In 2012, the Patrick-Murray Administration launched several reform initiatives to help contain costs, resulting in over \$800 million in savings so far. Through the Group Insurance Commission (GIC) and the Commonwealth Health Insurance Connector Authority, (the Health Connector), which is chaired by Secretary Gonzalez, A&F helped to drive these reform efforts.

During the past year, the GIC, which provides high quality health insurance to almost 375,000 people, required active employees to re-enroll in health insurance with the goal of transitioning employees to more cost-effective limited network plans. Ninety-nine percent of employees participated, resulting in over 30% enrolling in such plans. Through this initiative, the Commonwealth saved approximately \$20 million.

To further contain costs, the Health Connector has conducted competitive reprocurements for its Commonwealth Care program over the past two years with sharpened incentives for participating health insurers to improve their rates. The goal has been to maintain eligibility for the program and affordable, comprehensive within increasingly coverage budgets. The Health Connector's procurement strategy produced positive responses from health plans, reducing overall per member costs by 10% over a two-year period.

In addition to these reform efforts, Governor Patrick filed legislation last year that would significantly alter the health care payment and delivery system in the Commonwealth encouraging coordinated, affordable, patient-centered care. A&F is working closely with the Governor's Office, the Legislature and other Secretariats to enact and implement this legislation. We will continue to help drive cost containment efforts to ensure the Commonwealth can pay for and deliver health care in a fiscally sustainable manner.

STRATEGIC GOALS & ACTIONS

A&F has four strategic goals: Better Finance, Better Health Care, Better Performance and Better Government. Collectively, these four goals will shape our work over the next two years.

Through the execution of our strategic plan, A&F will continue to improve our financial management to ensure vital

services and programs are provided in a fiscally sustainable manner. We will also focus on developing innovative ways to control health care costs and provide state government services and programs more effectively, efficiently and equitably. Further, we will build trust in government by improving transparency, accountability and responsiveness.

BETTER FINANCE BETTER PERFORMANCE

BETTER
HEALTH CARE

BETTER GOVERNMENT

Four overarching goals

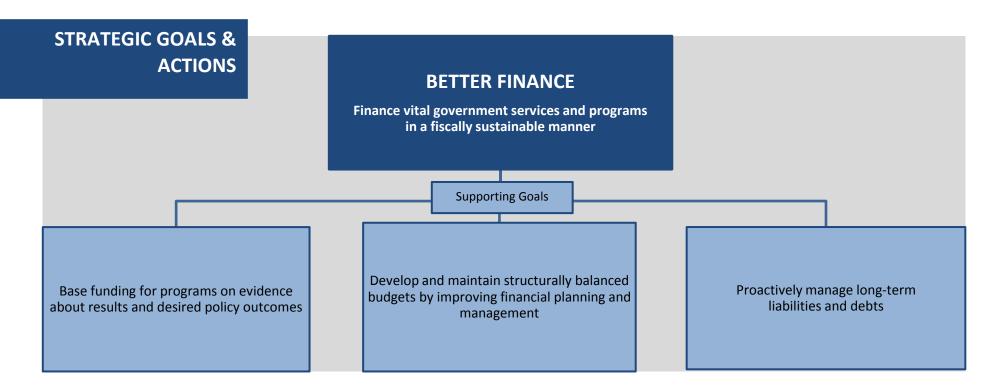
Better Finance: We will finance vital government services and programs in a fiscally sustainable manner.

Better Health Care: We will reduce the cost of health care spending while maintaining access to and improving the quality of care.

Better Performance: We will provide state government services and programs more effectively, efficiently and equitably.

Better Government: We will build trust in state government by improving transparency, accountability and responsiveness.

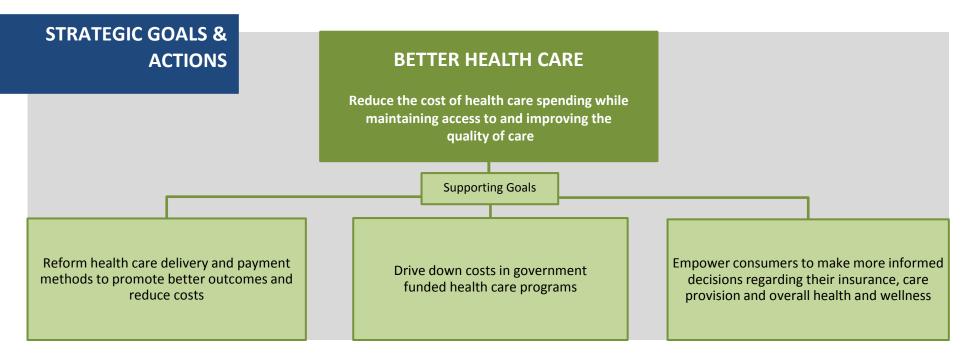
The Executive Office for Administration and Finance 2013-2015 Strategic Plan



- Develop a program and performance-based budget to increase transparency about how money is allocated and what is being achieved with state funding
- Create incentives for local government performance through the local aid formula

- Use long-term financial projections to inform annual budget decisions
- Develop an "all funds" budget to more effectively manage spending from all funding sources
- Create innovative funding models to finance critical investments
- Maximize the amount and use of federal grant dollars to support Administration priorities

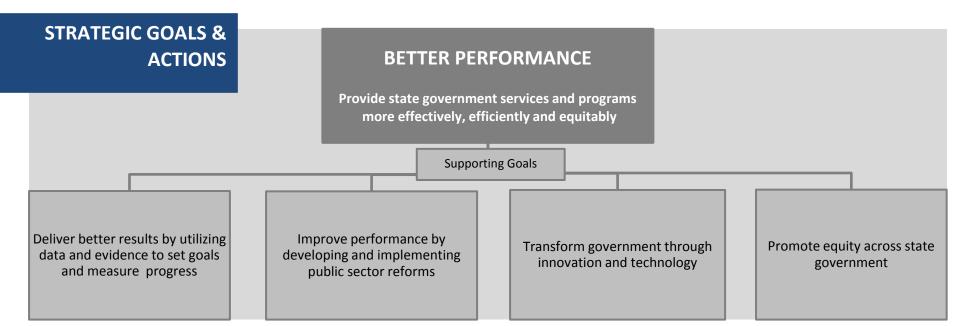
- Develop and implement proposals to reduce retiree health care costs and liabilities
- Continue to manage existing pension liabilities to reduce risks
- Embed policies for debt and longterm liability management into our fiscal policy framework



- Work closely with the Governor's Office, the Legislature and other Secretariats to enact and implement health care payment and delivery reform legislation
- Implement alternative payment methodologies in state programs by 2014

- Institute cost containment initiatives in the budget for all public programs
- Expand the Health Connector's role in assisting government funded programs with health insurance procurements
- Ensure cities and towns drive down health care costs at the local level

- Transition the Health Connector to a federally compliant state health insurance exchange by 2014
- Increase enrollment in the Health Connector's Commonwealth Choice program
- Increase participation in wellness programs
- Promote innovation in benefit design and expand the choice of affordable products



- Deliver the policy framework for performance management across state government
- Ensure regular reporting of performance data against the Governor's four priorities
- Support the spread of performance management practices to cities and towns
- Identify policy outcomes for all tax expenditures and measures to assess their effectiveness
- Execute the Commonwealth's first pay for success contracts

- Oversee the implementation of key reform initiatives in collaboration with Secretariats and relevant agencies
- Develop new reforms and other cost saving initiatives for the Governor's annual budget proposals
- Implement A&F agency reforms and shared services initiatives

- Implement the Governor's Innovation and Technology Initiative to save taxpayer dollars and streamline service delivery
- Make targeted investments in technology solutions that will improve program effectiveness and service efficiency
- Encourage innovation and technology enhancements at the local level

- Advance nondiscrimination, equal opportunity and diversity in the administration of state agencies
- Embed equity in the development and implementation of public policies and programs
- Improve access to state services and programs and ensure their equitable provision

STRATEGIC GOALS & ACTIONS BETTER GOVERNMENT Build trust in state government by improving transparency, accountability and responsiveness **Supporting Goals** Promote transparency by making Improve communication with the more information regarding Enhance internal controls to public and expand opportunities for Deliver excellent customer service spending, revenues and prevent and detect fraud, waste engagement with A&F and its across A&F agencies performance available to the and abuse agencies public

- Enhance the Open Checkbook website adding new content and more spending data
- Implement the Budget Simulation
 Tool to support public engagement in budget discussions
- Progress the Mass Open Data
 Initiative to expand public access
 to data
- Ensure publication of performance reports across Secretariats

- Utilize social media to increase communication between A&F and the public
- Create and execute a public education campaign to keep residents informed of government reform and improvement initiatives
- Expand and execute an A&F public engagement plan

- Coordinate a comprehensive customer service initiative across A&F agencies
- Solicit feedback from customers to measure satisfaction and service quality
- Work with the Governor's Council for Innovation to improve customer services through technology
- Standardize, streamline and strengthen anti-fraud controls across state government through the work of the Program Integrity Steering Committee
- Strengthen collaboration with oversight offices on anti-fraud efforts, including through the Lieutenant Governor's Task Force and the Anti-Fraud and Compliance Enhancement (ACE) Oversight Group

OUTCOME MEASURES

A&F and its agencies track a broad range of outcome-based performance data. The high-level measures presented in the table below reflect the key actions, initiatives and reforms outlined in the A&F Strategic Plan. They will be utilized to evaluate our success in delivering results against the four overarching goals: Better Finance, Better Health Care, Better Performance and Better Government.

GOAL	MEASURE	DEFINITION / NOTE	DATA SOURCE	FREQ.
BETTER FINANCE	The bond ratings for the Commonwealth of Massachusetts	The bond ratings for the Commonwealth of Massachusetts as established by national credit rating agencies	Fitch, Moody's, Standard & Poor's	As Updated
	% of programs at the appropriated level with established performance measures	For each program specifically receiving funding in the state budget, outcome measures will be developed to aid evaluation and decision-making	A&F	Yearly
	Federal grant award success rate	This measure tracks the percent of federal grants applied for by executive branch agencies that were awarded	CPAT	Yearly
	The dollar amount invested in innovative "self-financing" capital projects	The state aims to finance more capital projects by the savings generated through the project, often in partnership with private entities	A&F	Yearly
	The current spending level measured using five-year rolling projections	This measures aids in evaluating the sustainability of current spending plans	A&F	Yearly
	Use of one time resources as compared to the estimated cyclical deficit in tax revenue	To evaluate structural balance as discussed in A&F's Long Term Fiscal Policy Framework, the use of one time resources should be less than the estimated cyclical deficit in tax revenue	A&F, Office of Tax Policy Analysis, Outside Economists	Bi- annually
	The stabilization fund balance as a percentage of annual tax revenue	This measure evaluates the Commonwealth's ability to respond to fiscal and economic downturns	A&F, Dept. of Revenue	Yearly
	Long term liabilities to gross state product ratio	Bonds, pensions, retiree health care & deferred maintenance liabilities divided by gross state product	A&F, The Comptroller	Yearly
BETTER HEALTH CARE	The per capita spending growth rate in state funded health care programs	This measure enables A&F to track the success of cost control reforms	A&F	Yearly
	% of state payments that use methodologies other than fee-for-service	The percent of state payments that use methodologies other than fee for service such as global payments, bundled payments or other alternatives	Multiple state entities	Monthly
	# of local government entities in GIC plans or with health plans similar to the GIC	A count of local government entities that offer employee health insurance through the Group Insurance Commission (GIC) or offer similar health plan options	A&F	Annual
	# of dollars saved by local government entities that have used municipal health care reform	A count of dollars saved by local government entities that have utilized municipal health care reform	A&F	Monthly
	# of members enrolled in Commonwealth Choice	Total enrollment in the Health Connector's Commonwealth Choice Program	Health Connector	Monthly
	% of Commonwealth Care, Commonwealth Choice and GIC members enrolled in narrow network products	Narrow networks are products where there is a materially smaller provider network than the broadest networks available in the applicable market	Health Connector, GIC	Monthly
	% of Commonwealth Care, Commonwealth Choice and GIC members enrolled in tiered network products	Tiered networks are products where member point-of-service cost sharing is tiered into different amounts based on the actual doctors and hospitals visited	Health Connector, GIC	Monthly

BETTER HEALTH CARE	% of GIC and Health Connector enrollees participating in wellness initiatives	The percent of GIC and Health Connector enrollees participating in wellness initiatives	Health Connector, GIC	Monthly
GOAL	MEASURE	DEFINITION /NOTE	DATA SOURCE	FREQ.
BETTER PERFORMANCE	% of measures on the Secretariats' performance reports that are stable or improving	EO 540 requires all Secretariats to publish performance reports in 2014 – an aggregate assessment of performance against these measures will be made	CPAT	Yearly
	% of measures on A&F agency performance reports that are stable or improving	A&F agencies will report performance on critical measures – an aggregate assessment of performance against these measures will be made	CPAT	Quarterly
	% of programmatic tax expenditures achieving their public policy purpose and desired outcome	This measure will focus on those tax expenditures that function similar to grants or specific programs for which a measurable outcome is determined	CPAT	Yearly
	# of reform initiatives implemented	A&F coordinates the development and implementation of reforms and other cost saving initiatives for the Governor's annual budget proposal through the Inter-Secretariat Budget Team (ISBT) and other sources	A&F	Yearly
	# of dollars saved through reform initiatives	Total dollars saved as a result of reform initiatives once fully implemented	A&F	Yearly
	# of new innovations created and implemented	The Governor's Council for Innovation advises on ways to use technology and	A&F	Yearly
	through the Governor's Council for Innovation	innovation to help streamline service delivery and improve efficiency		
	# of dollars saved through innovation initiatives	Total dollars saved as a result of new innovations created and implemented through the Governor's Council for Innovation	A&F	Yearly
	% of women, minority individuals and persons with	EO 526 establishes non-discrimination, equal opportunity and diversity as	Office of Access &	Quarterly
	disabilities employed by executive branch agencies	principles of executive branch operations, in particular personnel activity	Opportunity	
	% of executive branch spending with MBE and WBE	EO 524 promotes equity of opportunity and encourages full participation of	Office of Access &	Quarterly
	firms for goods, services and construction projects	minority and women owned businesses in state contracting	Opportunity	
	% of executive branch agencies that completed a Civil	A&F Administrative Bulletin #15 requires executive branch agencies to conduct a	Office of Access &	Quarterly
	Rights Impact Analysis when promulgating regulations	Civil Rights Impact Analysis when promulgating regulations	Opportunity	
	# of executive branch agencies that developed or	A&F Administrative Bulletin #16 requires executive branch agencies to develop a	Office of Access &	Bi-
	updated a Language Access Plan (LAP)	LAP to ensure access to state services for Limited English Proficient individuals	Opportunity	annually
BETTER	# of visits to the Open Government website	The number of unique visits to http://www.mass.gov/opencheckbook	Mass.Gov	Monthly
GOVERNMENT	The Commonwealth's MASSPIRG transparency rating	The Commonwealth's transparency rating as defined in the Massachusetts Public Interest Research Group's annual "Following the Money" report	MASSPIRG	Yearly
	# of public forums where A&F policy initiatives are	A total count of public forums held at which the A&F Secretary presents A&F	A&F	Quarterly
	presented to the public, opinion leaders and/or media	policy initiatives to the public, opinion leaders and/or media		
	# of A&F Twitter Followers	The number of individuals and organizations following A&F on http://twitter.com/#!/massanf	Twitter	Monthly
	# of A&F Retweets	The number of A&F tweets retweeted by other individuals and organizations	Twitter	Monthly
	# of visits to the A&F website	The number of unique visits to http://www.mass.gov/anf	Mass.Gov	Monthly
	# of A&F YouTube video downloads	The number of videos downloaded through http://www.youtube.com/1eoanf	YouTube	Monthly
	% of A&F agency feedback respondents reporting a	A&F agencies will solicit feedback from customers via satisfaction surveys and	TBD	Monthly
	positive customer service experience	other feedback tools – an aggregate satisfaction number will be reported		

ACHIEVING RESULTS

A&F's Strategic Plan serves as a roadmap for our work during the next two years. Secretary Gonzalez will regularly convene meetings to closely track A&F's progress in achieving our goals. We will utilize the performance measures set out on pages 10 and 11 as a means of evaluating our success. Pursuant to Executive Order 540, we will publish a public performance report in January 2014 formally reporting on the results we have achieved.

The development and implementation of the A&F Strategic Plan is a critical first step in instituting performance management. With well-defined goals and related measures in place, we know what we want to achieve and how we plan to get there.

To further drive strategic planning and performance management within A&F, we are currently cascading our goals down to the agency level. Every A&F agency is engaged in the strategic planning process and will be publishing two-year strategic plans complete with performance measures in January 2013.



A&F AGENCIES and AFFILIATED ORGANIZATIONS

Appellate Tax Board (ATB): ATB is a quasi-judicial state agency designed to conduct hearings and render decisions on appeals of all types of state and local taxes.

Bureau of State Office Buildings (BSB):

BSB is responsible for ensuring a safe, secure, and pleasant workplace/visitor destination for both employees and customers. BSB maintains and manages many state assets including museums of art and history and various sites of public congregation.

The Civil Service Commission (CSC): CSC is a quasi-judicial agency that hears and decides appeals of public employees under the protection of civil service laws.

The Commonwealth Health Insurance Connector Authority (Health Connector):

The Health Connector is an independent state agency that helps Massachusetts residents find health insurance coverage and avoid tax penalties.

The Department of Revenue (DOR): DOR ensures maximum compliance with the tax, child support and municipal finance laws of the Commonwealth.

Division of Administrative Law Appeals (DALA): DALA is an independent agency established by the legislature to provide a neutral forum for holding adjudicatory hearings in any case in which a party has a right to such a hearing before an administrative agency may make a final decision or take a final action.

Division of Capital Asset Management (DCAM): DCAM designs, constructs, manages and maintains public buildings for a variety of state agencies. Its responsibilities also include surplus property management and disposition as well as leasing.

The Human Resources Division (HRD): HRD recruits and evaluates prospective employees, promotes equal opportunity and diversity, and represents employee interests in a variety of ways including

Information Technology Division (ITD):ITD provides a range of centralized IT

collective bargaining with unions.

services that enable state agencies to deliver high quality, efficient and effective services to their customers. ITD oversees IT policies, standards and architecture and promotes cross-agency collaboration and adoption of shared services.

The State Library of Massachusetts: The State Library of Massachusetts supports the research and information needs of government, libraries, and people through innovative services and access to a comprehensive repository of state documents and other historical items.

MA Developmental Disabilities Council (MDDC): MDDC develops a state plan every five years to address the most important issues affecting people with developmental disabilities. The Council promotes opportunities that enhance the independence, productivity and inclusion of people with developmental disabilities.

MA Office on Disability (MOD): MOD ensures the full and equal participation of people with disabilities in all aspects of life by working to advance legal rights, maximum opportunities, supportive services, accommodations and

accessibility in a manner that fosters dignity and self-determination.

Operational Services Division (OSD): OSD administers the procurement process by establishing statewide contracts for goods and services that ensure optimal value and satisfaction and support the socioeconomic and environmental goals of the Commonwealth.

The Board of Library Commissioners (BLC): BLC organizes, develops, coordinates and improves library services throughout the Commonwealth.

The Group Insurance Commission (GIC):

GIC provides high value health insurance and other benefits to state employees, retirees, dependents and survivors and to housing, redevelopment and certain other authorities. Health benefits are also provided to certain participating municipalities.

The Massachusetts Teachers' Retirement Board (MTRS): MTRS, the largest of the Commonwealth's 105 contributory retirement systems, provides retirement, disability and survivor benefits to active educators, retirees and their survivors.

The Public Employee Retirement Administration Commission (PERAC): PERAC is dedicated to the oversight, guidance, monitoring, and regulation of the Massachusetts Public Pension Systems.